



PROPOSED COMPREHENSIVE PLAN AMENDMENT

ITEM: PA 2021-II-V1
June 7, 2023

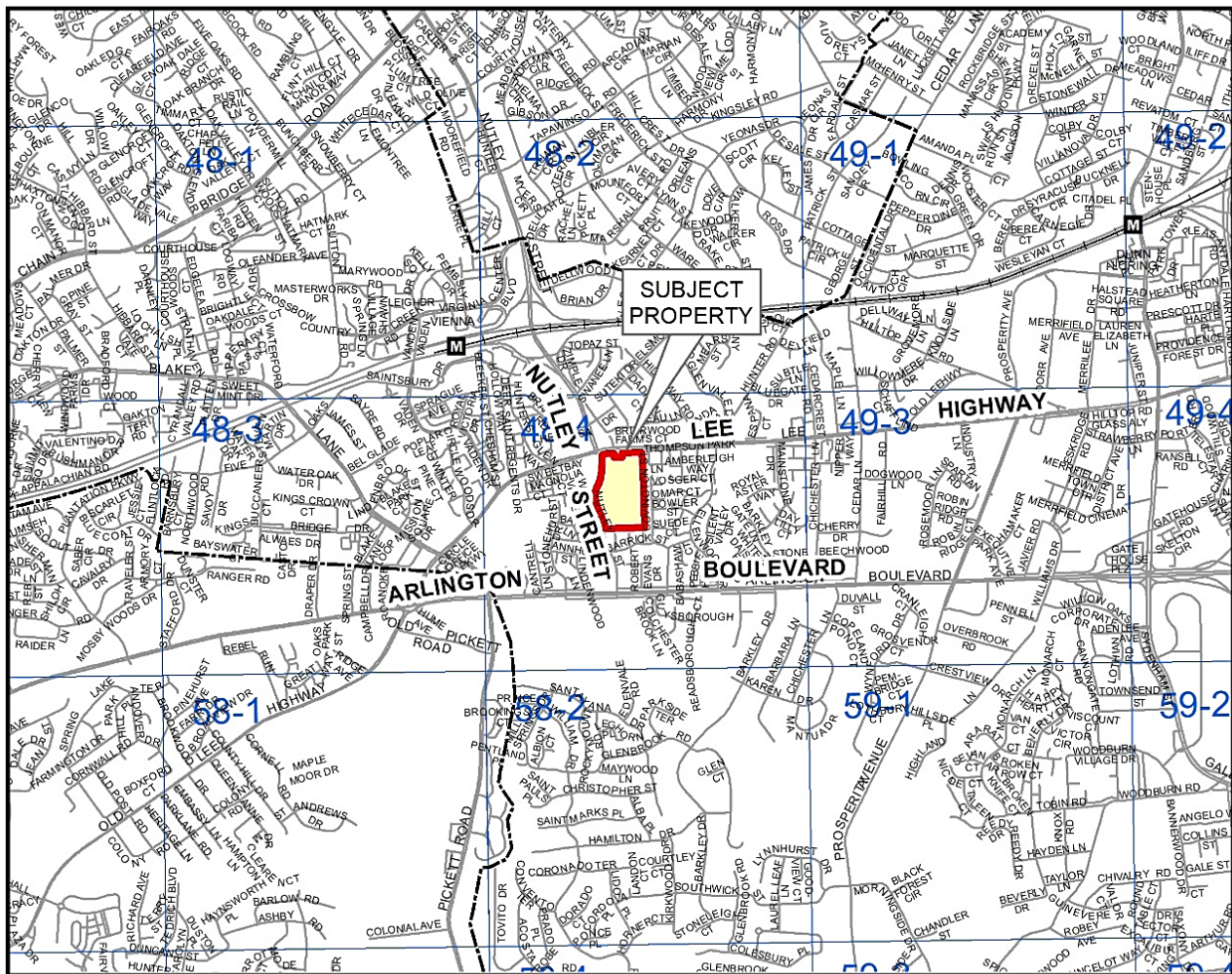
GENERAL LOCATION: Southeast quadrant of intersection of Route 29 and Nutley Street
SUPERVISOR DISTRICT: Providence
PLANNING AREA: Area II
PLANNING DISTRICT: Vienna Planning District
SPECIAL PLANNING AREA: V1 - Lee Community Planning Sector
PARCEL LOCATION: 48-4 ((1)) 12F

PLANNING COMMISSION PUBLIC HEARING: Wednesday, June 28, 2023 @ 7:30 PM
BOARD OF SUPERVISORS PUBLIC HEARING: Tuesday, July 25, 2023 @ 4:00 PM
PLANNING STAFF DOES RECOMMEND THIS ITEM FOR PLAN AMENDMENT



Reasonable accommodation is available upon 48 hours notice. For additional information about accommodation call the Planning Commission office at (703) 324-2865, or the Board of Supervisors office at (703) 324-3151.



For additional information about this amendment call (703) 324-1380.

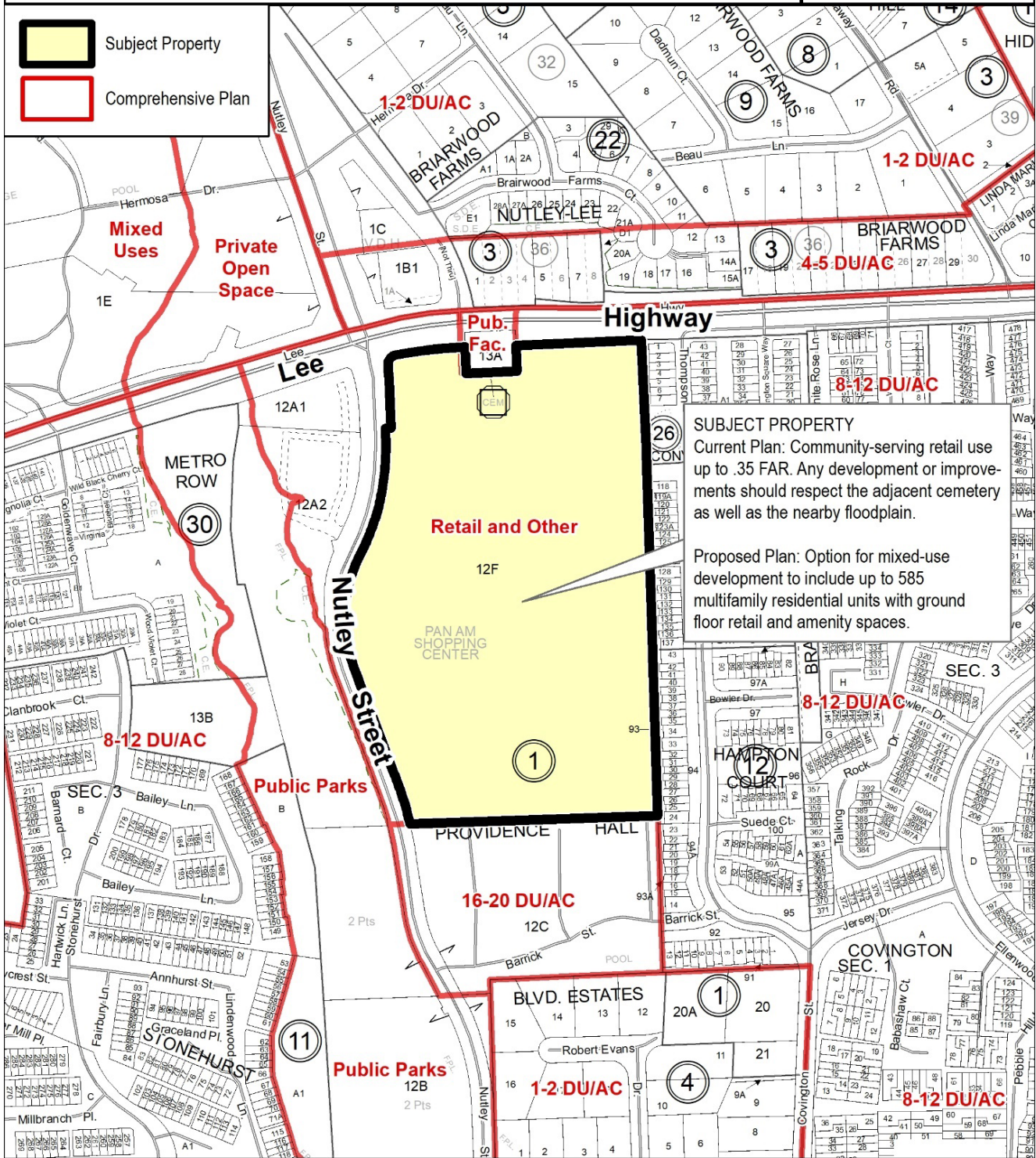


PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS
2021-II-V1 Pan Am Shopping Center (PLUS: PA-2021-00024)

CURRENT PLAN AND PROPOSED CHANGE
 PARCEL LOCATION MAP SHOWING CURRENT PLAN AND PROPOSED CHANGE FOR
 SUBJECT PROPERTIES AND CURRENT PLAN MAP FOR ADJACENT AREAS

ITEM:
PA 2021-II-V1

-  Subject Property
-  Comprehensive Plan



SUBJECT PROPERTY
 Current Plan: Community-serving retail use up to .35 FAR. Any development or improvements should respect the adjacent cemetery as well as the nearby floodplain.
 Proposed Plan: Option for mixed-use development to include up to 585 multifamily residential units with ground floor retail and amenity spaces.

400 FEET

PREPARED BY THE DEPARTMENT OF PLANNING AND DEVELOPMENT USING FAIRFAX COUNTY GIS
 PARCEL INFORMATION CURRENT TO JUNE 2022



STAFF REPORT FOR PLAN AMENDMENT 2021-II-V1

BACKGROUND

On December 7, 2021, the Fairfax County Board of Supervisors (Board) authorized Plan Amendment (PA) 2021-II-V1 for Tax Map Parcel 48-4 ((1)) 12F, located at 3001 Nutley Street, Fairfax, VA, 22031, which consists of the Pan Am Shopping Center. This proposed Plan amendment considers a redevelopment option to recommend up to 585 multifamily units on the site, and includes plan text to address issues such as integration of residential use within the current suburban shopping center, an improved retail environment, compatibility of new development with surrounding uses, open space amenities, pedestrian and bicycle connections, and impacts to the adjacent Thompson Cemetery and adjacent floodplain. Following the review of the impacts of the site-specific proposal, the amendment was re-authorized on June 6, 2023 to propose a change to the transportation recommendations for the Vienna Planning District, V-1-Lee Community Planning Sector.

The review of the Plan amendment is concurrent with Rezoning application RZ 2022-PR-00009 (<https://plus.fairfaxcounty.gov/CitizenAccess/Cap/CapDetail.aspx?Module=Zoning&capID1=REC22&capID2=00000&capID3=004X2&agencyCode=FFX>) submitted by the property owner to rezone the subject property from C-6 Community Retail District to PDC Planned Development Commercial District. As of May 8, 2023, the rezoning application proposes 585 dwelling units and 187,000 square feet (SF) of commercial use, inclusive of 140,000 SF of existing commercial use. The remaining 47,000 SF of new retail would be expected to be accommodated on the ground floors of the residential structures, in additions to the existing shopping center, and in new stand-alone structures. Any recommendation for this Plan amendment should not be construed as a favorable recommendation by the Board, the Planning Commission, or staff on the proposed zoning application and does not relieve the applicant from compliance with the provisions of all applicable ordinances, regulations, and adopted standards.

CHARACTER OF THE SITE

The 25.18-acre subject property is located at the southeast corner of the intersection of Lee Highway and Nutley Street and contains the approximately 230,000 SF Pan Am Shopping Center, developed at an overall intensity of approximately 0.22 Floor Area Ratio (FAR). The site is developed with one-story shopping center buildings and associated surface parking lots, including a free-standing bank at the corner of Nutley Street and Route 29, a vacant free-standing building in the center of the site, and a gas station (Figure 1). The site is planned for community retail uses up to 0.35 FAR and zoned to the C-3 Office District and C-6 Community Retail District, and lies partially within the HC Highway Corridor Overlay District.

CHARACTER OF THE AREA

Figure 1 shows the surrounding uses, which include commercial and residential uses at a variety of densities. To the east are townhouses planned at 8-12 dwelling units per acre (du/ac) and zoned to the R-8 Residential District. A substantial buffer of mature trees exists between the

shopping center site and the townhouses. The townhouses also sit approximately 20 feet higher than the shopping center site.

Figure 1. Pan Am Shopping Center Site



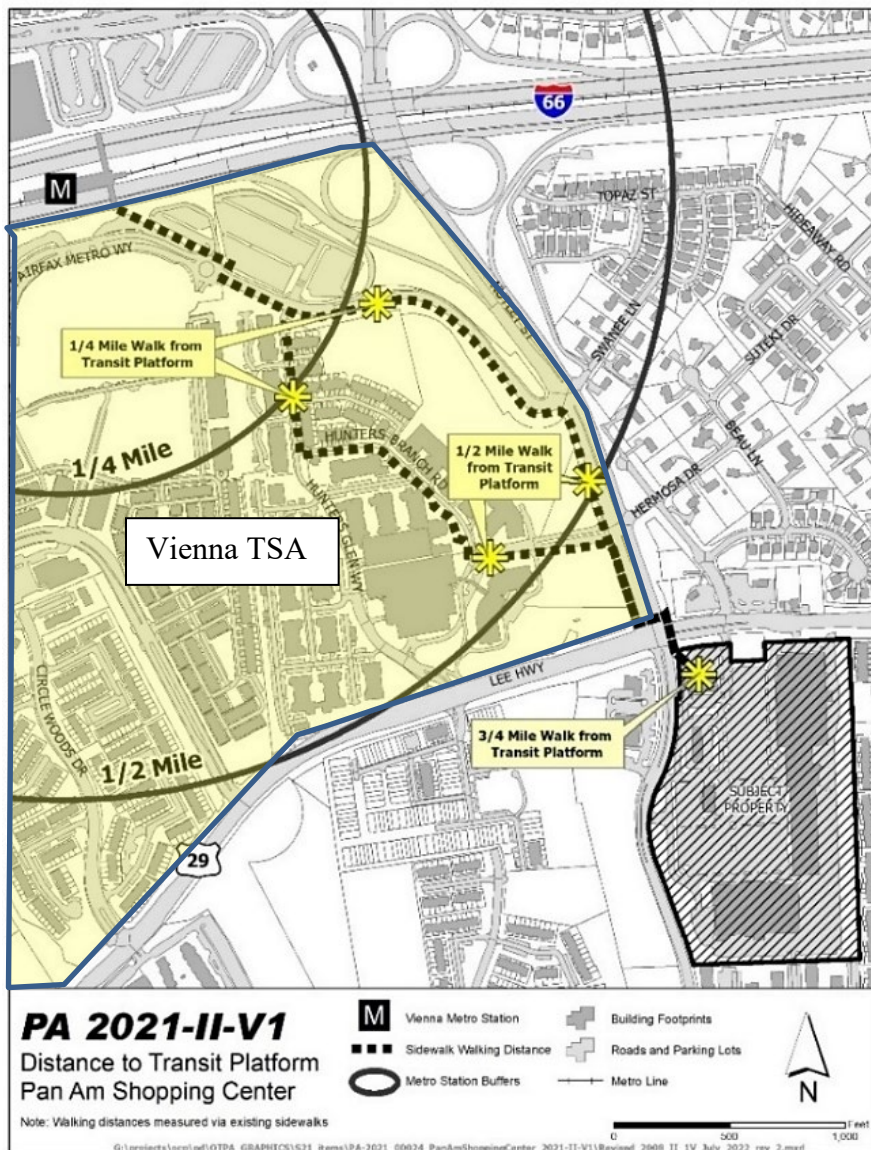
The area to the south of the subject property is planned at 16-20 du/ac, zoned to the R-20 Residential District, and developed with four-story, garden apartments. The area to the north across Lee Highway is developed with a gas station, vehicle service center, and tailor’s shop, planned for residential use at 4-5 du/ac and zoned to the C-8 Highway Commercial District and R-4 Residential District. The area to the west across Nutley Street contains wooded land within a floodplain surrounding Hunter’s Branch stream, and is planned for Public Park and zoned to the C-6 Community Retail District. Property to the northwest at the intersection of Nutley Street and Lee Highway is developed with a drive-through pharmacy and drive-through bank and is planned for Retail and Other Commercial uses and zoned C-6 Community Retail District.

The subject area is located within a Suburban Neighborhood as designated on the County’s Concept for Future Development. Suburban Neighborhoods contain a broad mix of residential densities and styles and may have appropriate, pedestrian-accessible neighborhood supporting commercial uses and services, parks and open spaces, and public facilities and institutional uses. The subject property is located approximately three-quarters of a mile walking distance from the Vienna Metrorail station and is immediately outside of the boundaries of the Vienna Transit Station Area (Figure 2).

PLANNING HISTORY

Area Plans Review (APR) Nomination 08-II-1V was submitted for the subject property during the 2008-2009 North County APR process. The nomination proposed to retain a portion of the existing shopping center while adding 501 multifamily residential units with ground-floor retail use. In total, 275,000 SF of retail use was proposed for the site, which would have increased the retail component above the 230,000 SF that existed at the time, but would have been less than the approximately 384,000 SF in retail use recommended in the adopted Plan. The overall intensity on the site was proposed to increase from 0.35 FAR to 0.80 FAR. At that time, staff recommended that the current Plan be retained because of concerns related to the development density, and the nomination was withdrawn by the nominator prior to Planning Commission consideration.

Figure 2. Subject Area Proximity to Vienna Metro Station



ADOPTED COMPREHENSIVE PLAN TEXT

Areawide Guidance

Fairfax County Comprehensive Plan, 2017 Edition, Area II, Vienna Planning District, amended through 2-23-2021, Overview, Concept For Future Development, Major Objectives, page 3.

“MAJOR OBJECTIVES

Planning objectives in the Vienna Planning District include the following:

- Provide for compatible infill development that protects, enhances, and maintains the stability of established residential neighborhoods;
- . . .

Identify, preserve and promote awareness of heritage resources through research, survey and community involvement;

- Preserve the environment;
- Protect stable low density residential neighborhoods in the vicinity of the Vienna-Fairfax-GMU Metro station”

Fairfax County Comprehensive Plan, 2017 Edition, Area II, Vienna Planning District, amended through 2-23-2021, V-1 Lee Community Planning Sector, Recommendations, Land Use, page 41.

“Infill development in this Planning Sector should be of a compatible use, type and intensity in accordance with the guidance provided by the Policy Plan under Land Use Objectives 8 and 14.”

Site-Specific Guidance

Fairfax County Comprehensive Plan, 2017 Edition, Area II, Vienna Planning District, amended through 2-23-2021, V1-Lee Community Planning Sector, page 42.

“The Pan Am Shopping Center, located north of Providence Hall apartments, west of Covington/Hampton Court townhouses, and east of Hunters Branch is planned for community retail uses up to .35 FAR. Any development or improvements should respect the adjacent Thompson Cemetery (Tax Map 48-4 ((1)) 13A) as well as the floodplain.”

PROPOSED PLAN AMENDMENT

The Board of Supervisors’ authorization for the proposed Plan amendment directs staff to consider a mixed-use development for the existing shopping center and does not prescribe a proposed density or land use mix. The future land use scenario developed for the impact analysis is based on the concurrent rezoning application (the proposed zoning plan is shown in Figure 3). The proposal would retain a portion of the existing retail uses and remove other portions (currently occupied by big-box retail uses, including a Michaels and Microcenter stores) and add mid-rise multifamily residential uses and ground-floor retail use/amenity space and open spaces.

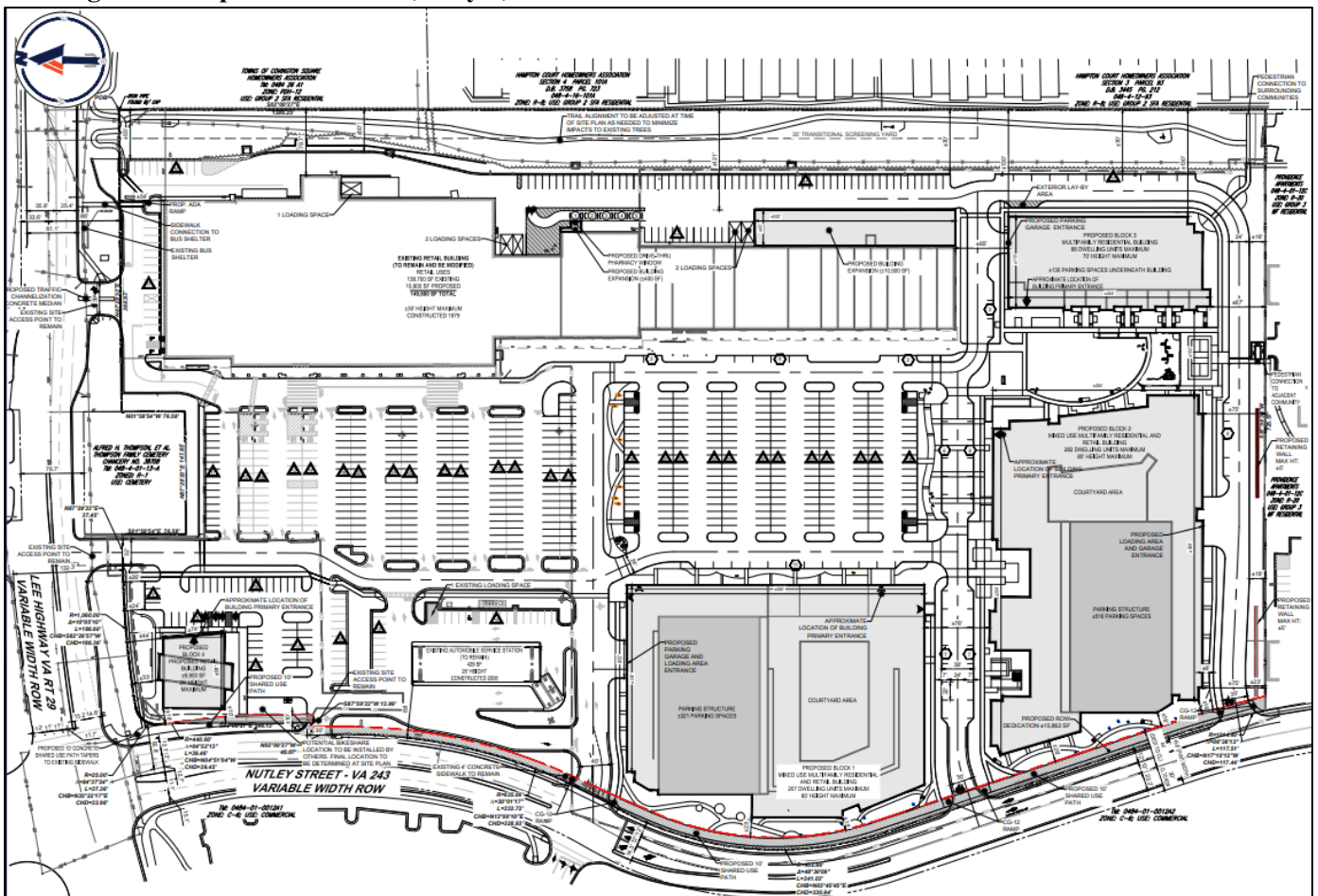
The amendment evaluates the addition of 585 multifamily units with ground-floor retail uses, as shown in Table 1.

Table 1. Existing, Planned and Proposed Uses

Size (Square feet & Acres)	Existing Use (SF)	Adopted Plan	Proposed Plan
1,096,950 SF 25.18 AC	Shopping Center retail uses: 220,666 SF Wells Fargo bank: 9,680 SF Total: 230,000 SF or 0.21 FAR	Retail use up to 0.35 FAR (384,000 SF)	Mixed-Use up to 0.72 FAR, consisting of up to: 585 multifamily residential units (approx. 609,000 SF or 0.55 FAR) and 187,000 SF retail or 0.17 FAR (140,000 SF existing retail to remain, and 47,000 SF ground-floor retail within multifamily buildings, additions, and stand-alone buildings).

* Proposed Plan potential based on submitted Rezoning Application RZ 2022-PR-00009.

Figure 3. Proposed CDP/FDP, May 5, 2023



*The inclusion of this Conceptual Development/Final Development Plan excerpt from RZ 2022-PR-00009 for potential development is for illustrative purposes only and does not suggest a favorable recommendation for the specific design. Elements of this layout may differ from the final design based upon future review of the proposed rezoning application.

ANALYSIS

Land Use

The need for additional housing in the county, including outside of the boundaries of activity centers, has been articulated through the 2015 Communitywide Housing Strategic Plan, the 2018 One Fairfax Social and Racial Equity Policy, and the 2021 amendment to the Housing Element of the Policy Plan, the last of which updated the Workforce Dwelling Unit policies. While the site is located outside of the Vienna TSA as shown on Figure 2, it is within a reasonable walk of the Vienna Metro Station and is also served by bus transit on both the Nutley Street and Route 29 frontages. Given these considerations, as well as the opportunity for the development of affordable and workforce dwelling units, reconsideration of a broader mix of uses with multifamily residential units on the site is warranted provided these uses can be developed in a manner that is compatible with the use, type, and scale of the surrounding neighborhood.

There have been some vacancies at the shopping center, and reimagining the subject area as a mixed-use community would provide additional support to the existing retail uses. The proposed multifamily residential use could efficiently use land through compact building forms served by structured parking, publicly accessible open spaces and parks, and would fit with the overall scale of the nearby apartments and townhouses.

The proposed Plan amendment would result in a mixed-use development with 585 multifamily residential units and a total of 187,000 square feet of retail uses that would equate to an intensity of 0.72 FAR.

Compatibility of use, type, and intensity should be addressed through building setbacks and façade variation to reduce the scale of development, as well as through buffering and screening, and use of topographical changes with site design.

Urban Design

Any redevelopment should encourage a walkable environment that would be comfortable for both new residents and shopping center customers and that would facilitate continued patronage of the existing and new retail uses. The site layout and urban design elements should be organized around a logical circulation pattern creating walkable blocks. Streetscapes should be framed by buildings and activated by architectural elements, front doors, and ground-floor commercial uses. Urban parks and recreational spaces should be incorporated (see subsequent Urban Park section of this staff report).

While the subject area is not within a Community Revitalization District or Area, Volume 1 of the Urban Design Guidelines for Commercial Revitalization Districts and Areas (UDG) endorsed by the Board of Supervisors on November 20, 2018 ([Volume I: Urban Design Guidelines | Fairfax County - OCR \(fcrevite.org\)](#)) provides useful urban design guidance given the proposed character of development. Excerpts from the UDG that may be appropriate include, but are not limited to, the following:

- Consistent use of architectural treatments and high-quality building materials.

- Landscape panels and amenity zones within the streetscape.
- Create a network of local serving streets that form smaller, walkable development blocks.
- Create a well-coordinated network of streets, sidewalks, and bicycle facilities, with an emphasis on pedestrian and bicycle and transit mobility. The needs of and convenience of the pedestrian through the provision of sidewalks and trails that encourage walking and biking and reduce dependency on vehicular trips should be prioritized.
- On-site open spaces should be designed to integrate with other nearby open spaces to form a network of parks and plazas. This network should contain pedestrian-friendly spaces that serve to draw people to these areas. Larger, consolidated park spaces are preferable to smaller, disconnected park spaces.
- Parks and open spaces should be designed to protect pedestrians from parked and moving vehicles, weather, and adjacent undesirable uses.
- Publicly accessible open spaces should be highly visible, clearly signed, and well-delineated from private spaces.

Compatibility With Surrounding Uses

Residential development directly abuts the subject property on two of the four sides. A substantial wooded buffer exists on the east side of the subject property, which should remain in place.

There is less buffering to the south toward the apartments, primarily located on the apartments' property, as well as significant topography such that the elevation of the apartments at some points is twenty feet below the elevation of the subject property. However, the existing apartments are oriented so that there are no windows directly facing the subject property.

The proposed addition of residential use on the subject property should be compatible with the apartments in terms of scale and building form and should provide adequate and compatible transitions between the uses, per Objectives 8 and 14 of the Land Use Element of the Policy Plan. These objectives speak to use, type, and scale of development. Substantial screening and buffering should be provided along the southern property line, especially if grading or reconfiguration of roadways on the site would increase truck and delivery traffic along the southern edge. In addition, stepped-back building heights, balconies, windows, and variety in the architectural treatment of building facades should be used to reduce visual impact to the neighboring properties.

Transportation

Roadways

The subject property is bounded by Nutley Street to the west and Route 29 to the north. Nutley Street is a two-lane arterial that connects Route 29 with Arlington Boulevard (US Route 50) and carried approximately 12,000 average annual daily trips in 2019. Route 29 is a four-lane arterial and carried approximately 32,000 daily trips in 2019.

The Comprehensive Plan recommends Nutley Street be improved to four lanes from Route 29 to Arlington Boulevard (Route 50), and Route 29 be improved to six lanes from the City of Fairfax to Graham Road. The plan also mentions that if Route 29 between Cedar Lane and Nutley Street is to be widened, a corridor study must be undertaken, which may recommend additional pedestrian and bicycle facilities along these corridors.

Bicycle and Pedestrian Facilities

At present, the roadways surrounding the site are lacking any type of bicycle facilities. There are four-foot-wide sidewalks along the east side of Nutley Street (see Figure 4, below). There are no sidewalks on the south side of Route 29 abutting the site except a short ramp that leads to the ADA accessible bus shelter.

Figure 4. Existing sidewalk on Nutley Street from Google Street View, July, 2022



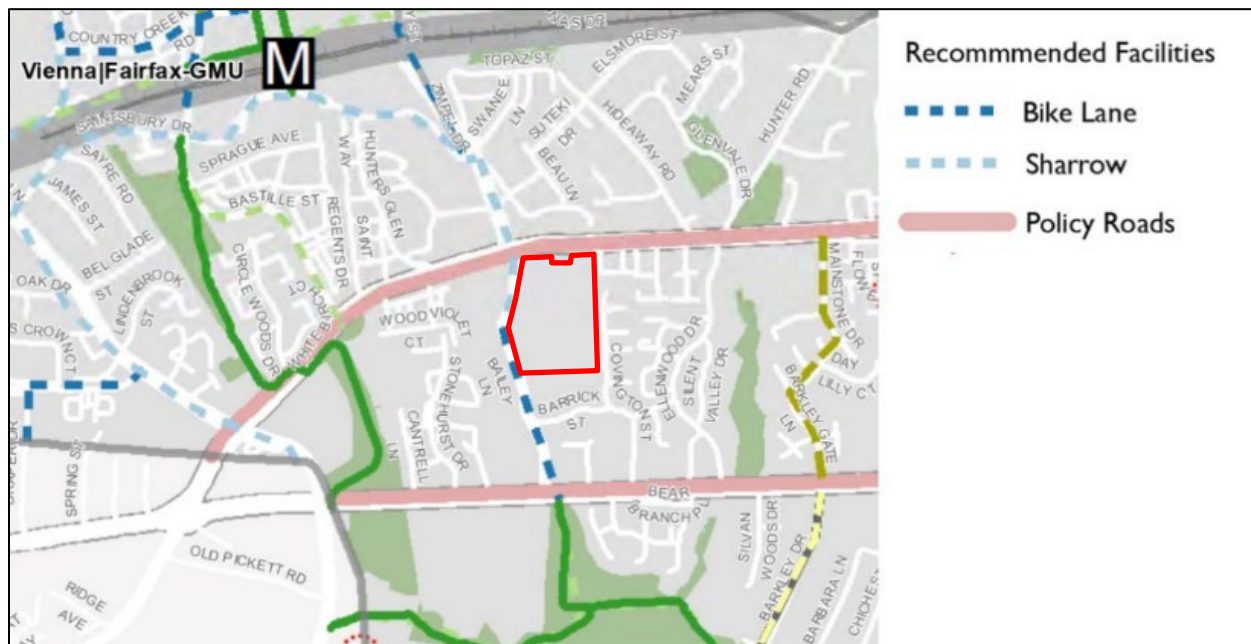
As Figure 5 shows, the Bicycle Master Plan recommends installation of sharrows and on-road bicycle lanes along Nutley Street. The Trails Plan recommends a major paved trail on the east side of Nutley Street north of Route 29, providing access to the Metrorail Station and points north. There are no trail recommendations south of Route 29. According to the Trails Plan, Route 29 is recommended to have a major paved trail along the north side of the road and minor paved trail on the south side, providing east west connectivity, and both trails are planned to connect to the Cross County Trail. Additionally, the Transform I-66 Outside of the Beltway project will provide a major east/west multimodal trail along the northside of Interstate 66, which includes an access point on the east side of Nutley Street approximately ¼ mile from the subject site.

The Bicycle Master Plan identifies Route 29 as a “Policy Road,” indicating that further analysis and outreach is needed to determine the best fit for bicycle facilities along this roadway.

Pedestrian and bicycle connectivity, as well as transit access to the surrounding neighborhoods and the Vienna Metrorail Station, is essential to fostering a multimodal environment and preserving equitable access to and from the shopping center. To achieve this multimodal environment, the following improvements should be implemented:

- Continuous bicycle and pedestrian facilities along Route 29 should be provided within public right-of-way where feasible, and on private property where necessary. If combined, these facilities should be a shared use path with appropriate street buffers and tree shading. This recommendation should be addressed during the review of any rezoning application.
- Provide a shared use path on the east side of Nutley Street including appropriate street buffers and tree shading. There is a floodplain and RPA on the west side of Nutley Street that make providing any transportation facilities beyond the current curb difficult and undesirable, thus the need to provide wider active transportation facilities on the east side. This recommendation should be addressed during the review of any rezoning application.
- Provide safe and convenient crossings on all legs of signalized intersections along Route 29 and Nutley Street, minimizing crossing time and distance. Emphasis should be placed on balancing traffic flow and enhancing the pedestrian and bicycle crossings at the intersection of Route 29 and Nutley Street as this is the transit gateway to the Vienna Metrorail Station. This recommendation should be addressed during the review of any rezoning application.
- Internal active transportation paths should connect to the surrounding neighborhoods and provide direct connections to transit stops adjacent to the land unit. This recommendation should be addressed during the review of any rezoning application.

Figure 5. Fairfax County Bicycle Master Plan Recommendations, 2014



Internal Circulation

The addition of the proposed uses on the subject property in a block pattern would present an opportunity for additional north-south and east-west connections for surrounding properties. These connections should be logical, accommodate multiple modes including pedestrians and bicycles, and facilitate movement through the property to the Vienna Metrorail Station including for use by neighboring properties that may walk through this property to go to the station.

There are two existing inter-parcel connections between the subject property and surrounding residential uses. One is a pedestrian trail on the southeast corner of the property connecting to the townhomes to the southeast. The other is a vehicular access to the apartments to the south that is currently restricted by the positioning of dumpsters and a chain fence on the apartment property. These existing inter-parcel connections should be maintained and could be provided as bicycle/pedestrian only or multimodal (vehicular with bicycle/pedestrian).

Transit

There are five bus routes that currently stop on Nutley Street and Route 29 around the subject property, including Washington Metropolitan Area Transit Authority (WMATA) Metrobus Routes 1A, 2B and 29N, and the City of Fairfax CUE Routes Green 1 and Green 2. All of these bus routes provide direct access to and from the Vienna Metrorail station.

The Fairfax County Transit Development Plan, adopted by the Board of Supervisors in March of 2016, (TDP), recommends adding Sunday service to Metrobus Route 2B so that service is identical to the current Saturday schedule, and recommends reducing the Route 29N Westbound to George Mason University/Vienna Station's peak-period headways from 30 minutes to 20 minutes. The TDP also recommends rerouting Route 1A to serve the Seven Corners Transit Center. As of June 2022, all these recommendations have been implemented. The Fairfax County Comprehensive Transit Plan (2015) recommends establishing a new Fairfax Connector feeder route, Vienna South Feeder Route 464, to provide better access to the station from the area between Route 29 and Arlington Boulevard which has high residential density. This recommendation is not yet implemented. These service expansions will provide increased access to the Vienna Metrorail Station from the subject area.

Trip Generation Comparison

Table 2 shows the estimated weekday, morning (AM) peak hour, and evening (PM) peak hour trip generation for the existing, current plan potential, and proposed land uses for the site. The proposed plan, which replaces a portion of the planned retail use with residential use, would be anticipated to reduce overall daily trips by **3,819** trips, increase AM peak hour trips by **122** trips, and reduce PM peak hour trips by **292** trips, in comparison with the current plan potential recommendations.

Table 2. Results of Trip Generation Calculation

Development Type	Quantity	Unit	Daily	AM			PM		
				In	Out	Total	In	Out	Total
Existing									
Bank (912)	10	KSF	971	56	40	96	101	102	203
Pan Am Shopping Center (820)	221	KSF	8,167	115	70	185	360	390	750
Total			9,138	171	110	281	461	492	953
Current Plan Potential									
Shopping Center Retail Uses (820)	384	KSF	14,212	200	123	323	627	679	1,306
Total			14,212	200	123	323	627	679	1,306
Proposed Plan									
Midrise Multifamily Res. (221)	585	DU	2,656	50	166	216	139	89	228
Strip Retail Plaza (822)	38.69	KSF	2,559	67	44	111	155	155	310
Shopping Center Retail Uses (820)	139.90	KSF	5,178	73	45	118	228	248	476
Total			10,393	190	255	445	522	492	1,014
Net (proposed Plan vs. Current Plan)			-3,819	-10	132	122	-105	-187	-292

1. Trip generation estimates are derived from the Institute of Transportation Engineers (ITE), Trip Generation Manual, Eleventh Edition (2021). Trip generation estimates are provided for general, order-of-magnitude comparisons only, and do not account for pass-by, internal capture, or mode-share traffic reductions.

2. The ground-floor retail uses in Multifamily buildings do not have a specifically corresponding land use designation in ITE. Therefore, the Strip Retail Plaza (ITE 822) use is selected for trip generation calculation purposes.

Schools

The schools serving this area are Falls Church High School (HS), Jackson Middle School (MS), and Fairhill Elementary School (ES). The following projections were published in the Fairfax County Public Schools (FCPS) Adopted Capital Improvement Program (CIP) Fiscal Year (FY) 2024-28 and do not reflect the increase in the number of students which would result from the proposed Plan amendment.

The school capacity table shows a snapshot in time (as of December 2022) for student membership and school capacity balances. The five-year student membership projections and individual school capacity evaluations are updated annually by FCPS.

Table 3. Existing School Capacities and Membership and Future Projections

School	Capacity SY 2022/2023 SY 2027/2028	Membership SY 2022/2023	Capacity Utilization SY 2022/2023	Projected Membership SY2027/2028	Projected Capacity Utilization SY 2027/2028
Falls Church HS	1,957/2,500	2,103	107%	2,188	88%
Jackson MS	1,140	1,054	92%	1,076	94%
Fairhill ES	585	545	93%	539	92%

Source: FCPS, *Adopted Capital Improvement Program FY 2024-28*, February 2023.

Note: Numbers in italics are future design capacity and projected capacity utilization percentages after a renovation or capacity enhancement.

At this time Falls Church High School is considered to have a moderate capacity deficit, and Jackson Middle School and Fairhill Elementary School are considered to have sufficient capacity for current programs and future growth. Beyond the five-year projection horizon, membership projections are not available.

Table 4. Potential Student Yield

School Level	Potential Student Yield
High	24
Middle	13
Elementary	48
Total Student Count	85

Source: FCPS, *2016 Countywide Student Yield Ratios*, November 2016.

The proposed plan amendment would increase student membership. The impacts of the Plan amendment may occur beyond the five-year projection horizon and conditions of a school and/or school boundaries may change by the time the residential density proposed by this plan amendment (585 units) is implemented.

Parks and Recreation

The Vienna Planning District is deficient in parkland and recreational facilities. Existing nearby parks (Villa Lee Park, Hideaway Park, Armistead Park, Towers Park) meet only a portion of the current demand for parkland generated by existing residential development. In addition to these deficiencies, the addition of new residents on the subject property is expected to create additional need for public parks and recreational facilities.

The Parks and Recreation Policy Plan provides guidelines for the provision of parks and recreation services. These include population-based standards for specific types of park facilities and parkland acreage for recreation activities. The potential impacts to parks and recreation were evaluated by applying the population-based standards as detailed in the Policy Plan. Given the 585 multifamily units under consideration, the proposed Plan could result in an estimated 1,024 new residents, all of whom will need access to park and recreation facilities on site or nearby.

Urban Parks

While not located within a designated mixed-use area, the subject site is located adjacent to the Vienna TSA. Considering its proximity to a designated TSA and the relatively dense, mixed-use character of the proposed planned land use, staff recommends plan text specifying that the Urban Parks Framework be used as a guide to the parks at the site. Such park spaces could include pocket parks, common greens with flexible open spaces, civic plazas, recreation-focused parks, and linear parks. The Urban Park Framework standards are 1.5 acres per 1,000 residents and 1 acre per 10,000 employees. Given the proposed land use, 2.2 acres of urban parks would be recommended onsite. Given the proposed density and retention of much of the existing retail use on the site, larger aggregations of park areas could be used to integrate the new and existing uses, while also providing the opportunity for more varied and high-quality spaces. Additionally, a linear park or other high-quality, pedestrian paths running north-south through the existing parking areas would further integrate the commercial and residential uses and create a comfortable pedestrian realm.

Thompson Family Cemetery

The Pan Am shopping center property surrounds the Thompson Family Cemetery, an adjacent parcel under separate ownership along Route 29. No documentation has been found that indicates the cemetery was delineated prior to construction of the Pan Am shopping center.

Though only two headstones remain on the Cemetery parcel, representing four burials, a walkover survey in 1989 revealed “at least 23 possible grave sites, two standing markers, one broken marker, two field stone (quartz) markers, and evidence of five missing grave markers.” (Memo from Fairfax County Office of Comprehensive Planning Director Jim Zook to Providence District Supervisor Hanley June 18, 1991, on file at Archaeology and Collections archive, James Lee Community Center). Given that the 1989 survey indicated the possibility of more than 23 grave sites, a new more detailed survey of the cemetery to determine the number of grave sites should be conducted using methods that would be more effective than a visual, walkover survey. The Thompson family suggests that the first burial in the cemetery was in 1792 with burials continuing through at least 1917. Family lore suggests that there were many more burials. Furthermore, given the dates of cemetery use—prior to emancipation—the potential remains for burials of enslaved individuals on the property; at least one enslaved girl is noted in the 1850 census for Lawson Thompson who owned the property.

Staff strongly recommends remote sensing, specifically a ground penetrating radar survey, be conducted by a professional archaeologist on the surrounding driveway and parking areas prior to redevelopment.

Wastewater Management

All the trunk sanitary sewers within the study area have adequate capacity to handle the projected flow for the proposed plan amendment through the year 2045. It appears that the 8-in diameter existing sewers that connect from the subject property to the trunk sewer do not have capacity to serve the proposed redevelopment. These local sanitary sewer pipes serving Pan Am shopping center would have to be upgraded during the land development process.

Water

The capacity of the existing water supply system is sufficient to meet projected demands associated with the proposed plan amendment. Any proposed redevelopment at higher densities would require system upgrades to maintain the level of service and resiliency objectives.

Environment

Noise

New development is expected to mitigate impacts from unhealthy levels of transportation noise. *“New development should not expose people in their homes, or other noise sensitive environments, to noise in excess of day-night-noise level average - DNL 45, or to noise in excess*

of DNL 65 in the outdoor recreation areas of homes. To achieve these standards new residential development in areas impacted by highway noise between DNL 65 and 75 will require mitigation. New residential development should not occur in areas with projected highway noise exposures exceeding DNL 75.” (Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Environment, Amended through 11-9-2021, Pages 11-12). Staff recommends that a noise study be submitted with the zoning application to determine the anticipated noise impacts of the proposed development and to determine possible mitigation measures so that noise is mitigated to DNL 45 dBA for interior spaces and DNL 65 dBA for outdoor recreation areas. The noise study should define the noise levels impacting the proposed uses as a measure of dBA DNL. The study should include noise contours for both current noise and future noise based on a minimum 20-year traffic volume projection for the applicable roadway noise sources.

Tree Preservation

The Comprehensive Plan encourages tree preservation, tree planting, and sensitive landscaping practices to support air quality improvement. Additionally, good quality vegetation should be preserved and enhanced and lost vegetation restored through replanting. (Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Environment, Amended through 11-9-2021, Pages 4-5, 18-19).

As stated previously, there are existing trees and wooded areas on the subject property. Existing healthy and mature trees should be preserved in areas adjoining property boundaries to the greatest extent possible, and land disturbing activities should be managed to minimize the risk for damaging trees in buffer areas and adjacent open areas. Buffer areas should be supplemented with appropriate native, evergreen deciduous, and understory vegetation, to provide year-round visual screening to adjacent residences as well as to improve the general effectiveness of existing vegetation.

Green Buildings

The Environment element of the Policy Plan recommends formal green building certification for all new residential uses, including those buildings with ground floor retail uses. The subject property is not in an area of expectation for Green Building certification for non-residential development (per Objective 13, policy b). The adequacy of proposed green building certifications and practices would be evaluated as part of any zoning application.

Floodplain

The site contains no Resource Protection Area (RPA), Environmental Quality Corridor (EQC), or wetlands. Approximately 39 square feet in the southwest corner of the site is within Special Flood Hazard Area Zone AE according to the Federal Emergency Management Agency Digital Flood Insurance Rate Map (FEMA DFIRM). Any future development of the subject property should demonstrate if the flood plain will be impacted by the proposed development. A floodplain study may be requested based on the FEMA flood hazard area shown on the site. Based on these findings, additional review may be needed to establish an Environmental Quality Corridor (EQC) as part of any rezoning application.

Water Quality and Stormwater Management

To ensure that water quality and water quantity are appropriately managed, the Comprehensive Plan promotes site design and low impact development (LID) techniques that reduce stormwater runoff volumes and peak flows; increase groundwater recharge; and increase the preservation of undisturbed areas. Developments are expected to optimize stormwater management and water quality controls through the use of innovative Best Management Practices and infiltration techniques, nonstructural Best Management Practices and bioengineering practices, and infiltration landscaping. (Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Environment, Amended through 11-9-2021, Pages 7-10).

The Accotink Creek Watershed Management Plan includes two recommended projects within and near the Pan Am Shopping Center:

- *BMP/LID Retrofit (AC9553): This project is a parking lot retrofit at the Pan Am Shopping Center. Tree box filters and bioretention basins will be installed adjacent to storm drain inlets at existing parking medians and along the vegetated area on the west side of the lot.*
- *Stream Restoration (AC9241B): This project will restore a section of Hunters Branch approximately 3,700 feet upstream of the confluence of Hunters Branch and Accotink Creek mainstem. Restoration would include removing the riprap, creating stable stream crossings, repairing scour pools, regrading and stabilizing eroded stream banks, installing grade controls and removing invasive plant species.*

AC9553 has not been completed; however, if the Pan Am Shopping Center redevelops, the intent of this project could be met by addressing water quality requirements on-site. AC9241B is on the five-year Capital Improvement Plan and is anticipated to start in FY2026.

If the Pan Am Shopping Center redevelops, those areas subject to land disturbance should provide stormwater quality and quantity management controls to reduce runoff to good-forested conditions and minimize impacts to the Accotink Creek. The identification of partnership opportunities with Fairfax County is encouraged to provide additional or enhanced stormwater management facilities to address the Accotink Creek Total Maximum Daily Loads.

Electric-Vehicle (EV) Charging

Fairfax County encourages the “provision of or readiness for charging stations and related infrastructure for electric vehicles within new development and redevelopment proposals, particularly for residential where other opportunities are not available.” (Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Environment, Amended through 11-9-2021, Page 22) The adequacy of the proposal regarding adherence to this policy would be evaluated as part of the concurrent rezoning.

Bird-Friendly Design

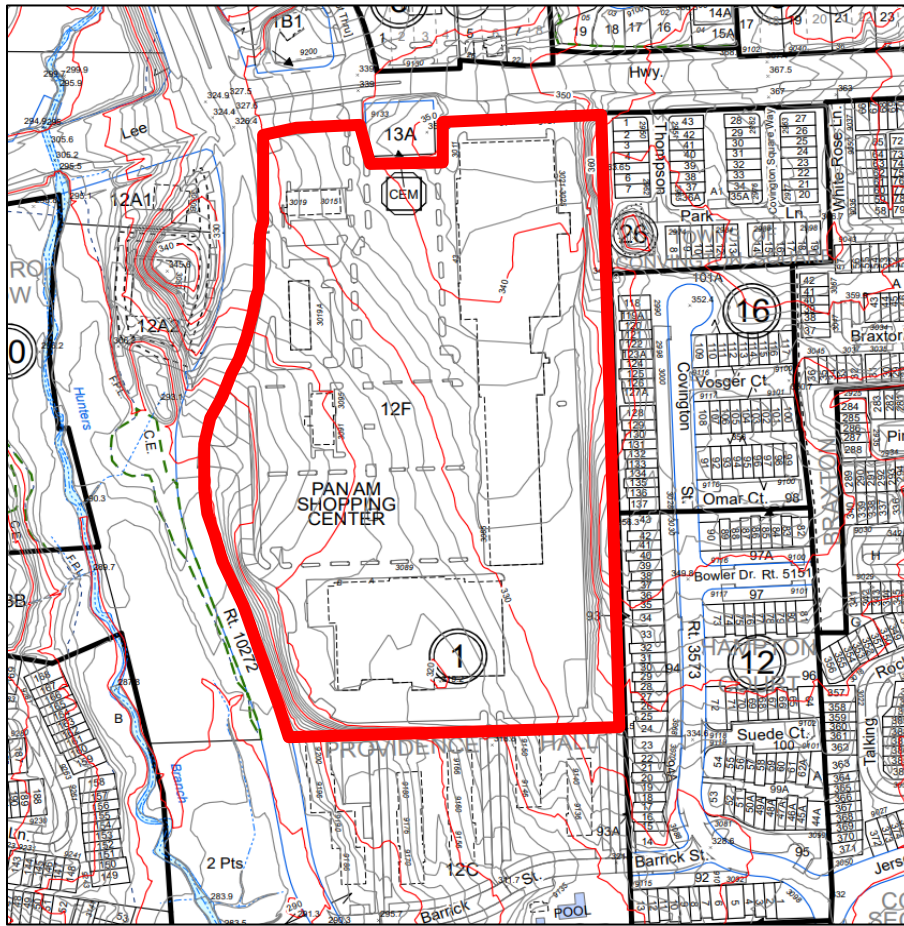
The “green building” concept of the Comprehensive Plan provides a holistic approach to the reduction of adverse environmental impacts associated with buildings and their associated landscapes. (Fairfax County Comprehensive Plan, 2017 Edition, Policy Plan, Environment, Amended through 11-9-2021, Page 20). Two of the environmental impacts associated with development and redevelopment in the county are bird collision hazards and bird mortality.

Bird-friendly design strategies and features should be employed within any multi-family buildings, with particular attention to glazing features. Bird-Friendly design issues would be evaluated as part of the concurrent rezoning.

Site Topography

Figure 6 shows that site slopes upwards from west to east with a 20-foot gain in elevation; with a notable steep slope in the southwest corner adjacent to Nutley Street. The design of new buildings should account for the slopes on the site in order to achieve a compatible transition to the apartments to the south and the townhomes to the east.

Figure 6. Site Topography, 2022



CONCLUSION

The proposed Plan amendment envisions a mixed-use environment that would add residential uses to a suburban shopping center, thereby contributing to the housing supply proximate to transit, while also repositioning retail uses to be sustainable over the long-term. A walkable, mixed-use concept could be achieved by creating coherent development blocks that are pedestrian and bicycle friendly. A compatible design that respects the apartments to the south, minimizes the visual impacts of the mass and height of new midrise multifamily buildings, and that provides a connection between the subject area and the apartments would ensure that the new development integrates successfully into the surrounding area. The site should include a logical internal circulation system and connect to pedestrian, bicycle and transit facilities along the periphery of the site and to the Vienna Metrorail Station.

RECOMMENDATION

To identify changes from the previously adopted Plan, new text is shown as underlined.

ADD: Fairfax County Comprehensive Plan, 2017 Edition, Area II, Vienna Planning District, amended through 2-23-2021, V1-Lee Community Planning Sector, Transportation, page 47.

“Operational and safety considerations should be evaluated and provided as development or capital projects occur taking into consideration critical intersections, such as Nutley Street and Route 29.”

ADD: Fairfax County Comprehensive Plan, 2017 Edition, Area II, Vienna Planning District, amended through 2-23-2021, V1-Lee Community Planning Sector, Recommendations, Land Use #3, page 42.

- “3. Pan Am Shopping Center, located north of Providence Hall apartments, west of Covington/Hampton Court townhouses, and east of Hunters Branch is planned for community-serving retail uses up to 0.35 FAR. Any development or improvements should respect the adjacent Thompson Cemetery (Tax Map 48-4((1))13A) as well as the floodplain.

As an option, mixed-use redevelopment that integrates residential and commercial uses through a logical circulation pattern with useable open spaces may be appropriate subject to the following conditions:

- Redevelopment should consist of multifamily residential uses with a maximum of 585 dwelling units with activated ground floor uses such as retail. In order to maintain the viability of the shopping center as a destination that provides community-serving retail uses to the surrounding neighborhoods, approximately 140,000 square feet of retail uses should be retained. Up to 47,000 square feet of new retail uses, for a total of 187,000 square feet, should be provided with the residential uses and in stand-alone retail buildings.
- Residential development should comply with the County’s Affordable Dwelling Unit (ADU) Ordinance and/or the Workforce Dwelling Unit (WDU) policy, as applicable.
- New development should include high-quality and distinctive architecture consistent with Volume 1 of the Urban Design Guidelines for Commercial Revitalization Districts and Areas, including window treatments, ground-floor unit entrances, building articulation, landscape design, and pedestrian amenities. Parking structures should be wrapped with residential units and/or include architectural

- treatments. Structures should not include blank facades facing the street or surrounding uses.
- Building heights and setbacks should be designed to ensure compatibility with surrounding uses and to mitigate the visual impact of new buildings on the apartments and townhouses to the south and east respectively. Existing transitional screening should be maintained, and adequate buffering and screening landscaped with year-round vegetation should be provided.
- The multi-modal connectivity of the site should be enhanced through the addition of sidewalks, streetscaping, and bicycle facilities that create logical development blocks. Safe pedestrian and bicycle connections should provide access to transit, parks, amenities and retail uses and the design of these facilities should avoid conflicts between different modes of travel within the site and on exterior roadways. Existing pedestrian connections to surrounding neighborhoods should be maintained and enhanced through appropriate paving and lighting, and missing sidewalk segments should be addressed. Vehicular and/or bicycle and pedestrian inter-parcel access between the subject area and the apartments to the south should be provided.
- Connected, well designed, and appropriately sized publicly accessible urban park(s) should be included to create a sense of place and provide recreational opportunities for residents and visitors, per the guidance found in the Urban Parks Framework.
- Additional landscaping and pedestrian amenities should be added to integrate commercial and residential uses and create a comfortable, north-south pedestrian connection from Route 29 to the south end of the site.
- An off-road, combined bicycle and pedestrian facility with appropriate street buffers and tree shading is recommended along the entire site frontage on the east side of Nutley Street.
- Bus shelters should be provided along the periphery of the site along Route 29 and Nutley Street.
- Those areas subject to land disturbances should provide stormwater quality and quantity management controls to reduce runoff to good-forested conditions and minimize impacts to Accotink Creek. If the attainment of good-forested conditions is demonstrated not to be fully achievable, all available measures should be implemented to the extent practical in order to support this goal. The identification of partnership

opportunities with Fairfax County is encouraged to provide additional or enhanced stormwater management facilities to address the Accotink Creek Total Maximum Daily Loads.

- Opportunities to enhance the appearance and stormwater function of the surface parking field through the use of landscape strips with trees and other plantings should be considered.
- Existing healthy and mature trees should be preserved in areas adjoining property boundaries to the greatest extent possible and land disturbing activities managed to minimize the risk for damaging trees in buffer areas and adjacent open areas.
- Buffer areas should be supplemented with appropriate native, evergreen deciduous, and understory vegetation, to provide year-round visual screening to adjacent residences as well as to improve the general effectiveness of existing vegetation.
- A survey using ground penetrating radar should be conducted on the surrounding driveways and parking areas adjacent to the Thompson Cemetery where existing conditions are being disturbed.

COMPREHENSIVE LAND USE PLAN MAP

The Comprehensive Land Use Plan Map will not change.

COUNTYWIDE TRANSPORTATION PLAN MAP

The Countywide Transportation Plan Map will not change.